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Belgium was the one insurmountable obstacle for German propagandists who tried to win America for the German cause. The peace treaty is considered a breach of faith with Germany, although the writer is still hoping that America may be the means of serving and saving the world.

There are some errors in the text; for example, the dates for the introduction of slavery in Virginia (I. 38), and for the founding of Harvard (I. 54). The influence of French political theorists in 1775 is exaggerated, and John Adams, rather than Washington, deserves the credit for determining that the power of removal should be in the President alone (I. 182). The Ordinance of 1787 is discussed without a reference to how and why the West came under the control of Congress (I. 219); the statement in regard to the apportionment of representation in the Confederation Congress is inaccurate (I. 214); the House election of 1801 is disposed of without a reference to Hamilton (I. 214); the estimate of Monroe's career is perhaps too generous; and McKinley was shot, and not stabbed (II. 210). Finally, constitutional matters are almost entirely ignored.

CARL WITTKÉ.

*The United States of America: a Study in International Organization.* By JAMES BROWN SCOTT, A.M., J.U.D., LL.D. [Publications of the Carnegie Endowment for International Peace, Division of International Law.] (New York: Oxford University Press. 1920. Pp. xix, 605. \$3.00.)

THE all-important, compelling task challenging world statesmanship is the organization of peace; not sentimental aspiration, but purposeful contriving of conditions and institutions. In this cause we welcome the continued efforts of the Carnegie Endowment: its exposition of economic facts bearing on the problem, its propaganda of the basic juridical ideas essential to its solution, and particularly its advocacy of conciliation, arbitration, and adjudication as the more excellent ways for adjusting international relations.

The volume under review naturally follows Doctor Scott's recent book of cases, *Judicial Settlement of Controversies between States*; it is, in fact, a systematic exploitation of its contents. But to begin with, the familiar constitutional story is retold at length—how from trading companies grew American plantations and provinces, inheriting English law and developing constitutions of their own; how the idea and practice of union gradually appeared, finally taking shape in the independent Confederation under Articles adopted in 1777-1781; how a critical period supervened, in which the commonwealths developed what they regarded as self-sufficient statehood, but in which external weakness and internal discord forced a realization of their utter dependence upon each other and their need of more adequate organization

of union; how the upshot of it all was the Philadelphia Convention of 1787, with its laborious contrivings and miraculous success. A concluding third of the volume is devoted to the analysis of the Constitution and of some three dozen leading cases of its interpretation by the Supreme Court, with particular reference to the judicial power—its nature and limits, the mode of its exercise, and particularly its applicability to the affairs of sovereign states.

The author's main interest seems to be the inquiry: How does the federating of the American states (which he continues to regard sovereign) affect the organization of judicial power within, among, and over them? and further, How can American experience in these matters be turned to account on the world scale? A particular instance is the elaborate argument that states can, by waiving exemption from suit, submit their disputes to court adjudication, and that the American states have by such agreement on certain controversies "made them justiciable". Another chapter characteristically concludes: "Questions political in their nature may thus become judicial by submission to a court of justice, to be decided in accordance with principles of law and equity, and we are justified in the belief that the States composing the society of nations can, if they will, agree by convention to submit their disputes to a tribunal of their own creation. . . ."

The concluding chapter, on a More Perfect Society of Nations, makes rather wistful reading, with its eager paralleling of the situations of 1787 and 1918 (the book is dated from Armistice Day), with its suggestions of what might be effected if —. America of 1918, irresistible, magnanimous, seemed to be teaching a warring world how it is both moral and profitable to co-operate, even to unite and become one! Our author cautiously adds, "The Society of Nations may not be willing, and indeed even with good will may not be able, to go so far now or at any time as have the States forming the American Union."

Indeed, this tempting parallel is utterly deceptive. In the American case there was cultural unity to start with, and a continent of opportunity; in the European or world case of 1918, the pathetic absence of those conditions. For an indefinite future to come it may probably be desirable that world peoples regulate their relations on a basis neither cosmopolitan nor of unified sovereignty, but strictly *inter-national*. That way alone lies freedom and progress. Yet we may agree with Doctor Scott that "However many steps they [the world nations] may take or however few toward the closer Union, the experience of the framers of the Constitution who traversed the entire path should be as a lamp to their feet."

HENRY R. SPENCER.

*The Founding of New England.* By JAMES TRUSLOW ADAMS.  
(Boston: Atlantic Monthly Press. 1921. Pp. xv, 482. \$4.00.)

THIS work is the best short history of early New England that has  
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